VDSS Business Modernization Program PPEA: Background

Over the past few years the Virginia Department of Social Services (VDSS) has worked with the 120 localities (LDSS) and over 25 Community Action Programs (CAPS) in implementing a more structured approach for creating and maintaining Agency and Information Technology (IT) Strategic Plans. VDSS has also adopted a business methodology called Information Technology Investment Management (ITIM) a standard, repeatable process of prioritizing and monitoring information technology initiatives, driven by the business units and based on business needs. The more structured strategic planning process and implementation of ITIM have created the culture, tools and structure necessary to realize improved best practices agency-wide, while minimizing the risks associated with IT investments.

VDSS Mission:

People helping people triumph over poverty, abuse and neglect to shape strong futures for themselves, their families, and communities

VDSS Vision:

A Commonwealth in which individuals and families have access to adequate, affordable, high quality human/social services that enable them to be the best they can.

VDSS Values:

Accountability:

We maintain an organization and network that are both effective and good stewards of public funds and trust

Integrity:

Our individual and group actions demonstrate the highest ethical and professional standards and respect for our customers.

Effectiveness:

We strive to maximize our resources and effectively meet the changing needs of our customers.

Innovation:

As a learning organization we encourage the development of innovative ways of doing business.

Excellent Customer Service:

Our customers are accustomed to prompt responses, accurate information and compassionate attention to their concerns.

Diversity:

We recognize and appreciate the diversity of both our employees and our customers.

VDSS: Strategic Goals

The Virginia Social Services System Strategic Plan for State Fiscal Years 2004 – 2006 has the following six goals:

1. Enhance the independence, well-being and personal responsibility of citizens

2. Establish a performance management system

3. Improve business productivity through effective automation

4. Deliver high-quality customer-focused services

5. Cultivate a diverse workforce capable of accomplishing the system's mission

6. Optimize and maximize resources

7. Become a learning organization capable of accomplishing the system's mission

Strategic Goal 3: Improve business productivity through effective automation

The VDSS Business Modernization Program PPEA will contribute to attaining all of VDSS strategic goals. The greatest impact will be on Goal 3 which has the following sub-goals with metric targets and strategies to meet those targets:

3.1 Optimize business processes

Measuring Success
3.1.1 Reduce the time from application to the receipt of benefits

- **Target:** The average amount of time it takes for customer to receive benefits will decrease by 5 percent each fiscal year in fiscal years 2006 and 2007

- **Strategies:**
  - 3.1.1   Business process re-engineering (BPR)
  - 3.1.2   Streamline policies
  - 3.1.3   Employee training
  - 3.1.4   Implement Master Customer ID (MCID/SPIDER)

3.1.2 Reduce the time from application to the receipt of services

- **Target:** The average amount of time it takes for customer to receive services will decrease by 5% each fiscal year in fiscal years 2006 and 2007

- **Strategies:**
  - 3.1.2.1   Business process re-engineering (BPR)
  - 3.1.2.2.   Streamline policies
  - 3.1.2.3.   Employee training

3.31.2.4 Implement Master Customer ID (MCID/SPIDER)

3.2 Improve service delivery to meet the needs of customers, stakeholders and users.

Measuring Success
3.2.1 The amount of time it takes to determine if customers are eligible

- **Target:** The average amount of time it takes to complete customer eligibility determination will decrease by 5 percent each fiscal year in fiscal years 2006 and 2007 while maintaining the same level of quality

- **Strategies:**

    3.2.1.1   Implement Master Customer ID (MCID/SPIDER)

    3.2.1.2   Implement enhancement to MSI

    3.2.1.3   Business process re-engineering (BPR)

    3.2.1.4   Employee training

    3.2.1.5   Streamline policies

    3.2.1.6   Identify and replicate Best Practices related to customer's role in eligibility determination

3.2.2 The amount of time it takes for customers to receive services after being found eligible

- **Target:** The average amount of time it takes for customer to receive services will decrease by 5 percent each fiscal year in fiscal years 2006 and 2007 while maintaining the same level of quality (establish a baseline during fiscal year 2005)

- **Strategies:**

    3.2.2.1   Identify and select customer services to be included

    3.2.2.2   Establish standardized methodology to determine average process time

    3.2.2.3   Assess existing technical processes (re-engineer if needed)

3.3 Increase efficiency of IT solutions to meet the needs of Stakeholders and users

Measuring Success
3.3.1 User satisfaction

- **Target:** User satisfaction with IT systems will increase by 5 percent each fiscal year in fiscal years 2006 and 2007 (establish a baseline during fiscal year 2005)

- **Strategies:**

    3.3.1.1   Conduct a survey to determine user satisfaction

    3.3.1.2   Review Help Desk calls dealing with problems and usage

    3.3.1.3   Analyze data collected and implement improvement project.

3.3.2 Average process time for worker

- **Target:** The average time it takes a worker to use an automated process will decrease each fiscal year while maintaining the same level of quality (establish a baseline during fiscal year 2005)

- **Strategies:**

    3.3.2.1   Identify automated processes and calculate process time for each

    3.3.2.2   Establish monitoring process

    3.3.2.3   Identify and deliver any required training

VDSS Business Modernization Program PPEA:

The Virginia Department of Social Services (VDSS) is posting an unsolicited proposal from CGI-AMS for competitive response as part of VDSS efforts in attaining Strategic Goal 3 above. This proposal offers Business Process Reengineering, Child Care and Development Automation, and implementation of an Integrated Social Services Delivery System through the establishment of partnerships under the provisions of the Virginia Public-Private Education Facilities and Infrastructure Act of 2002 (PPEA), as amended by the General Assembly in 2003. The focus of the PPEA is to establish a true partnership, where each partner shares its assets, strengths and capabilities, as well as the risks and rewards of the undertaking. The VDSS Business Modernization Program will require major upfront funding. Through the PPEA process the private sector can propose innovative financing solutions to pay for major projects so that VDSS doesn't have to provide all the upfront funding.

VDSS and the local departments of social services (LDSS) are focused on making significant improvements in Social Services processes and automated support that will deliver measurable increases in business value and service to our customers and the citizens of Virginia. We are considering the selection of PPEA partners who will assist VDSS in making these improvements. Companies interested in potential partnerships should consider the guidance provided within the *Attributes for VDSS Business Modernization Program PPEA Proposals* and the other PPEA supporting documents posted at this website.

There are three steps in the VDSS Business Modernization Program:

1. **Prospective partners must possess the demonstrated capability to facilitate, assist, perform, and/or manage the business process reengineering required to create the:**
    *   Reengineered (To-Be) process and workflow model
    *   Reengineered (To-Be) high-level data model, data and functional requirements
    *   Definition of organizational changes, new roles, job descriptions, and work environment
    Potential proposers should recognize that VDSS is in the process of evaluating RFP proposals for business process reengineering.   If a negotiated contract occurs during the PPEA process, this step may be dropped.

2. **Prospective partners must possess the demonstrated capability to assist, perform, and/or manage the selection, customization, development, documentation, and training needed to implement Child Care and Development automation. The Child Care and Development System will create the enterprise architecture foundation for all future VDSS application integration (ISSDS) and should:**
    *   Provide and improve both local and state program management (reducing customer wait time while improving quality of services)
    *   Improve the ability to analyze encumbrances and expenditures
    *   Assess child care unmet needs
    *   Provide timely information regarding children and families served, providers utilized, and costs of child care
    *   Automate and support Case and Financial Management activities

3. **Prospective partners must possess the demonstrated capability to assist, perform, and/or manage the selection, customization, development, documentation, and training needed to create the support infrastructure and to implement an automated integrated technology that**

provides VDSS, LDSS, social services customers, and the citizens of the Commonwealth with measurable increases in business value and service levels. The Integrated Social Services Delivery System (ISSDS) should:

- Migrate and/or replace the old generation of stovepipe systems and provide new development where appropriate to create a more integrated approach for delivery of services by the LDSS in collaboration with other services providers in their localities, moving Virginia social services agencies in the direction indicated in the documents "Conceptual View of Social Services Systems" and "Attributes for VDSS PPEA Proposals."
- Achieve financial savings that will provide the resources necessary to invest in developing and implementing enhanced systems that leverage new technology

Part of the purpose of a PPEA is to obtain creative solutions from vendors who have significant experience in a particular problem area of interest to the state. VDSS is looking for good ideas to get away from our stovepipe systems and into an integrated environment. The technical information at this website provides an overview of the most significant applications and their purposes.

Like all state agencies, VDSS is required to follow and will be compliant with the Virginia Information Technologies Agency (VITA) enterprise architecture policies, standards, and guidelines. These are available in the documents section of the VITA website (http://www.vita.virginia.gov) VDSS applications that are not compliant today (or will not be compliant in the future) must be addressed. VDSS has not determined which applications, if any, will be migrated or replaced first. Integrated systems enterprise architecture has not been determined; however, there is some value in reducing the number of major technical platforms used by our applications. There are no preferences or political advantages for any particular vendor product.

VDSS has assigned the Strategic Planning Goal 3 Steering Committee to "Improve business productivity through effective automation." As reflected in its name, this steering committee is addressing the 3rd goal of the department business strategic plan. The Goal 3 Steering Committee is co-chaired by one state business manager and one locality (county) director. The committee consists of both state and local managers.

The purpose, requirements (including new functionality), and desired impact of system integration on business processes will be determined by the business managers. Requests for additional information and interviews with business, IT, and/or financial managers or other staff may be requested from and coordinated through the Commissioner's office.

VDSS remains free to select any or none of the proposals submitted.

Additional Background/Information

VDSS Business Modernization Program PPEA: Business Process Reengineering (BPR)

Part of this effort is to move away from the old generation of stovepipe systems to a more integrated approach for delivery of services by the LDSS in collaboration with other service providers in their localities. Re-engineering can provide improved case management and simplified administration resulting in improved customer services.

VDSS would like to improve services to customers, internal and external, including but not limited to Local Departments of Social Services (LDSS). VDSS may desire our partner to conduct a Business Process Reengineering project (BPR) through executive level facilitation and senior technical expertise in all aspects of business process reengineering. The scope of the BPR shall be the intake, case management, payment and other on-going functions of all state and federal programs supervised by the Virginia Department of Social Services (VDSS) and administered by the LDSS within the Commonwealth of Virginia (COV). The contractor will work with Virginia League of Social Services Executives (VLSSE) representatives and senior staff from VDSS including the Division of Benefit Programs, the Division of Family Services, the Division of Child Support Enforcement, Division of Child Care and Development, the Division of Finance and all other divisions within VDSS that have responsibility for state and federal programs and LDSS management and staff. The project will develop a new vision and process, data and workflow models for the reengineered processes that meet the requirements consistent with current state and federal laws and regulations regarding the programs that are included.

The models will serve as a base for the revision of business processes at the state and local levels. It will also be used to define requirements to reengineer and/or replace current automated systems that support the business processes.

These changes, along with new technologies provide a unique opportunity for Virginia to review and improve the manner in which it provides information, services and program benefits to eligible customers. The time is favorable for the review and redesign of the business processes in our state-supervised and locally-administered system.

Virginia's social services programs are State supervised and locally administered by 120 cities and counties within the COV. The BPR will potentially include the following programs: Food Stamps including the Food Stamp Employment and Training Program, the TANF cash assistance program including Virginia Initiative for Employment not Welfare (VIEW), General Relief, Medical Services eligibility including Medicaid (Title XIX) and Family Access to Medical Insurance Security (FAMIS) (Title XXI), Energy Assistance Program (EAP) including Fuel, Crisis, and Cooling component, Foster Care (IV-E), Repatriation, Child Care and Development, Adoption, Adult Services (AS), Child Family Services (CFS), Child Protective Services (CPS), Auxiliary grants, and others.

It is imperative that our automated systems provide more comprehensive support (including seamless interfaces with other social services systems). Systems must also operate more efficiently to meet emergent needs of customers and react expeditiously to the myriad of changes required by welfare reform mandates, legislation and policies and by related procedural changes on the State and Federal levels.

Re-engineering Virginia's processes while modernizing the supporting technological infrastructure will significantly facilitate programmatic operations statewide by making available to LDSS caseworkers, program management, departmental leadership and Federal regulators all information necessary to assure

effective and efficient social services operations. Information distribution, data integrity, and both systems and programmatic interfaces will all benefit from enhanced technological capabilities, increased flexibility, leading to more effective case and caseload management.

The initial step shall be to define an effective, efficient comprehensive social services delivery process.

Defining this delivery process shall require getting policy/process consensus among the responsible State agencies and the LDSS. Due to the locality-administered structure of Virginia's social services environment, local government participation is critical to successful development and implementation. The partner, in conjunction with VDSS, must involve State, LDSS, Department of Medical Assistance Services (DMAS) leadership and staff with jobs ranging from eligibility and social workers, case managers, program managers and policy makers in this process.

The processes within scope include eligibility of initial or emergency benefits and services, case management, payments, management, and other on-going activities handled by the LDSS.

Activities and Deliverables
    a. Refined scope statement showing processes, activities, services and benefits included and excluded.
    b. As-Is process and workflow models
    c. As-Is functions
    d. Reengineered (To-Be) process and workflow models
    e. Reengineered (To-Be) functional requirements
    f. Reengineered (To-Be) high-level data model and requirements
    g. Definition of organizational changes, new roles, job descriptions and new work environment
    h. Documentation that benchmarks the current costs for future use
    i. Alternative implementation options and associated benefits and risks for each alternative
    j. Documentation of a review of federal waivers from states prior to initiation of BPR workshop
    k. Documentation of best practices inside and outside the State for the types of processes to be reengineered
    l. Documentation of how the best practices identified in item k have been incorporated into the alternatives identified in item i
    m. Documentation of new or revised policy recommendations
    n. High-level implementation plan covering changes in process, workflow, organization and work environments broken down into reasonably sized steps for the alternative chosen by the State based on item i
    o. Communications plan to keep stakeholders informed during the BPR and a communications process that can carry forward during the implementation phases. This shall include a Website for project team communications to State, LDSS, DMAS, and other interested parties.
    p. Training plans for State and LDSS business
    q. High-level definition of changes required in programs or operational areas outside the scope of the BPR (if the BPR requires such changes.)
    r. High-level plan showing various models of new processes and workflows
    s. Recommendation and plan for short-term or "quick hit" projects providing either business process change intended to give immediate substantial benefits to LDSS or state staff and/or customer families

This program provides funding to enhance the quality, affordability, and supply of child care available to Virginia's families. Child care programs are child-centered, family-focused services that support the family goals of economic self-sufficiency and child development by providing substitute parental care, protection, guidance, and early childhood education.

Toward this end, policies and services strategies are designed to meet the following goals:

- To provide low-income families with the financial resources to find and afford quality child care for their children.
- To ensure that the family child care program contributes to the broader objective of self-sufficiency.
- To provide child care to parents trying to achieve independence from public assistance.
- To promote parental choice in the selection of child care. To empower working parents to make their own decisions on the child care that best suits their family's needs.
- To provide consumer education to help parents make informed choices about child care.
- To ensure that subsidy dollars are provided to the neediest families.
- To enhance the quality and increase the supply of child care for all families.
- To improve the coordination among child care programs and early childhood development programs.

The purpose of the Child Care and Development Fund is to enhance the quality, affordability, and supply of child care that is available to Virginia's families. Funding is used to deliver child care subsidies to low-income families, and increase the quality of care through consumer education, training, technical assistance, and scholarships to parents and providers.

The Child Care Program and Development has grown significantly over the past decade. Expenditures have increased from approximately $9 million in State Fiscal Year (SFY) 1989 to over $132 million in SFY 2003. The Child Care and Development Program is the single largest assistance program administered by the Department of Social Services that does not have a comprehensive automated system to support it.

A fully automated system for Child Care and Development will provide and improve both local and state program management (reducing customer wait time while improving quality of services), improve the ability to analyze encumbrances and expenditures, assess child care unmet needs, and provide timely information regarding children and families served, providers utilized, and costs of child care. An automated system is needed for all components of the Child Care and Development Program including support of Case and Financial Management activities.

Child Care and Development Automation Project encompasses four major components:
- Child Care and Development Automation Application
- Connectivity
- Simplified Sign-on
- Master Customer Id

The implementation of Child Care and Development Automation lays the enterprise architecture foundation for all future VDSS application integration.

VDSS seeks to develop a browser-enabled information system reengineered to reflect the best business processes and data needs for the local and state workers who provide benefits and services to Virginia customers. If reengineered to effectively process the information needs of both customers and workers, the resulting system can provide for one-time entry of data, provide streamlined processes for quicker service delivery, and provide a method to share data in a secure manner with other users, managers and, where appropriate, customers. An integrated system will lower systems development and maintenance costs, improve the state's ability to provide future services, and allow local agencies to operate more effectively. Projects of this nature and magnitude are currently funded and active in several other states.

Project Scope

Planning: Preliminary information obtained from other states indicates that planning activities are significant, including business process reengineering (BPR), extensive involvement of locality staff, development of technical standards, cost benefit analysis, and detailed project planning.

Quick Hits (concurrent with Planning):
- Simplified sign-on to major legacy systems
- Improved customer searches and sharing of customer information as appropriate
- Master customer identification number
- Legacy system connectivity
- Policy reviews and consolidation
- Manual revisions and updates

The Virginia Department of Social Services uses three primary information systems to manage social services. ADAPT supports Benefit Programs, OASIS supports Family (Child Welfare) Services, and APECS supports the department's Child Support Enforcement programs. Those systems reside on three disparate technologies that do not have real-time interfaces (ADAPT and APECS do have a batch interface). In addition, up to 10 other systems are searched or used when a new customer is added. As a result, the users of the system, local benefits and social workers in the cases of ADAPT and OASIS and state child support enforcement workers, spend an inordinate amount of time entering duplicate data and searching for information among these and other social services systems. The citizens of Virginia, customers of the local departments of social services, are not being served in an efficient or effective manner since needed information often cannot be shared due to technical constraints.

The lack of systems integration has created a situation in which today's social services business activities are tightly constrained by the limitations of legacy applications. In fact, since the overall application functions were never integrated or designed to work together effectively, in many cases the legacy systems are actually driving the business processes. Common sense changes in business workflows are often prohibitively expensive because of the cost of changing the legacy systems. VDSS' ability to effectively perform and improve business activities is limited until this situation is resolved.

The MAPPER environment in which ADAPT is developed and operating is expected to become obsolete in the next 5 years. Only 600 organizations use MAPPER worldwide and that number is expected to decline. At some point, Unisys will cease support for this environment, further reducing its viability. We anticipated that a decision to move ADAPT to a new technical environment will be forced upon the

agency within the next 5 years.

The (fat) client-server technology in which the OASIS is developed is being replaced by web technologies. OASIS cannot keep up with the functionality demands of users and the program changes demanded by state and federal law and regulations because new versions have to be deployed to over 2,600 individual desktop computers.

Customer based approach:

Local Government
Local government social services operations are inefficient and difficult to improve because of the constraining nature of current standalone VDSS systems. Several of the more affluent localities have invested their own funds to work around some of the most glaring inefficiencies of state systems, but this alternative is not available to most localities.

Integration of social services systems at the State level will reduce workloads at the local level and allow for significant improvement in operations, allowing the localities to reduce staffing needs or use existing staff for improved quality of service.

Citizens of the Commonwealth
Effective state-level integration will result in reduced cost to the citizens of Virginia and better use of current tax dollars. Local agencies will no longer have to develop "workarounds" for state social services systems problems (avoiding a double tax burden to citizens of those localities), local workers will be able to provide quicker services with more consistent results, and improved data sharing will result in better detection of fraud. All of these reduce unnecessary expenditure of state, federal, and local funds and provide more services for each taxpayer dollar. Citizens who apply for benefits will also receive quicker services in a more coordinated manner due to secure data sharing among different benefit programs where appropriate.

Today customers and Virginia citizens have limited ability to access to public information at VDSS. As legacy systems are migrated to browser-enabled environments, VDSS will be able to provide public access to more data, allowing customers to make more-informed choices.

Technical approach

One of our requirements is that strategic tools be utilized for any new systems development or infrastructure efforts. During the planning phase, we will adhere to the VITA Platform Architecture Standards in order to be in line with the State's future direction. It is our desire to minimize the number of platforms and databases that we use as an agency in order to reduce the cost of maintenance and future development. It is imperative that offered solutions lay out a path for us to migrate out of the Unisys MAPPER and client-server Power Builder environments and into more web-enabled and strategic environments.

Some transitional technology may be necessary in order to migrate off current platforms that are nearly obsolete (such as MAPPER). It is our expectation that the final technology implemented, other than that necessary for migration steps, will be strategic according to VITA's guidelines.

Customer Relationship Management (CRM) systems and applications development framework systems have been identified by Gartner as good or promising solutions for human services organizations. These systems recognize that although our business programs may vary in how they accomplish a task, they use

the same core processes. These types of systems have been successfully implemented in other states and are considered strategic technology for the future of social service operations as a result of our investigation of web services alternatives, CRM systems, COTS human-services applications development frameworks, and other development strategies.

It is imperative that our automated systems provide seamless interfaces with local government, other state agencies, and state level social services systems.

Expected Benefits to Customers:

- Provision of support for efficient and consistent decision making by case managers and supervisory staff to improve services and outcomes for children and families.
- Assistance in maximizing the use of resources (e.g., funding sources, staff time, and community and placement resources). By maximizing resources, more can be directed to specific vulnerable populations for prevention. It also improves utilization of taxpayer dollars.
- Increase the amount of time that case managers spend on customer-focused activities such as family preservation or prevention. This improves the quality of life for Virginia customers and helps reduce incidents of abuse.

Expected Tangible Benefits:

- Operational improvements in the local agencies, allowing streamlining of work and faster customer service
- Increase in the rate of fraud detection due to better sharing of data, allowing for quicker identification of problem situations
- Reduction in the cost of programmers since obsolete and hard-to-find skill sets will no longer be required
- Quicker time to production and better response to mandated changes due to standardization of applications development toolsets
- Reduction in the VITA bill for Unisys proprietary equipment and usage

Expected Intangible Benefits:

- Streamlining of business processes at a state and local level to maximize worker effectiveness, including automated processing of online applications where appropriate
- Provision of one-time customer data entry to ensure data integrity and to allow access from any system module
- Reduction in the time case managers spends on documentation and administrative paperwork
- Improvement of staff morale through enhanced organizational performance as demonstrated by outcomes reporting, more consistent decision making, standard application of policies and practices, timely case closures, and more direct service provision

Federal Approval of the PPEA Process

In October 2004, potentially affected federal agencies provided a favorable response for use of the PPEA process, including conditions that must be met during the procurement process.   VDSS believes that our approach to implementing the PPEA process will meet these conditions.   To improve the level of joint understanding throughout the project, VDSS will also keep the federal agencies informed in each PPEA phase, offering them the opportunity to provide additional guidance.